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ABSTRACT

The first three years of a decade of teacher education programs in Oregon are compared to the last three years, revealing distinct differences between characteristics in the eras 1967-69 and 1975-77. The following characteristics were chosen for analysis: (1) legislative climate; (2) student enrollments; (3) cooperating public school personnel; (4) resources available for teacher education; (5) curricular concerns; (6) procedures for evaluating teacher education; and (7) professionalization and governance of teacher education. (JD)

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PROFILE OF TEACHER EDUCATION IN OREGON: 1967-77

BY DAVID V. MYTON

A profile may be defined as: a side view, a contour or shape, a general outline, or a graph showing the extent to which an event or person exhibits certain characteristics. The latter describes the approach which shall be used to compare the first three years of the decade, 1967-77, with the last three years of the period.

This approach will enable one to view the events of 1967-69 as the culmination of several years of development which included the Oregon Program supported by a grant from the Ford Foundation. Likewise, the accomplishments in 1975-77 by the Teacher Standards and Practices Commission, Oregon's regulatory agency for teacher education and certification, are the results of a decade of concerted planning and development by the state's leading educators. The profile approach may also enable projection ahead to see what the next wave of activity may be.

The characteristics on which both periods shall be compared are: legislative climate, student enrollment, cooperating public school personnel, resources available for teacher education, curricular concerns, procedures for evaluating teacher education programs, and professionalization and governance of teacher education.

Characteristics of Teacher Education in 1967-69

Examination of the first of these characteristics, legislative climate, 1967-69, reveals great confidence in higher education. This confidence was based, in part, upon the efforts of higher educators who worked with the legislature in establishing a new certification system that became effective in 1965. Basic and Standard Certificates, which are subject-matter specific, replaced the Five-Year Regular Certificates, which could be used to teach any subject. The legislature authorized the approved program approach for teacher education which also became effective in 1965, to enable Oregon institutions to recommend their graduates for certification without State Department of Education review of the applicants' transcripts. The confidence which higher education enjoyed in 1967-69 was also illustrated by the level of financial support appropriated by the legislature as discussed on the next page.

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During this period student enrollments in teacher education increased sharply. From 1958-70, teacher graduates tripled in Oregon, from 1,350 graduates per year to over 4,000. The number of interns placed through the Oregon Program increased from 40 interns in 1962 to over 300 interns by 1970, involving 25 districts and nine of the fifteen Oregon teacher education institutions. Record-breaking student enrollments in the public school kept teacher education institutions scrambling to provide even minimal teacher preparation. In spite of this production, the demand for teachers far exceeded the supply, in part, because the teacher placement rate, even during this period of severe teacher shortage, was never much higher than it currently is. The percentage of those graduates eligible for initial certification who accepted teaching positions in Oregon averaged only 53 percent from 1958-69.

Cooperating personnel in public schools in 1967-69 functioned in a confer-discuss-consult frame of reference. Teacher educators from the colleges, public schools, and the State Department of Education got together as colleagues and planned experimental programs for teacher preparation. Higher education, however, was recognized as the profession's leader. In the Oregon Program, for example, inservice was provided for classroom teachers so that they could be more effective in supervision of student teachers. Public school teachers accepted higher education's leadership role and took these courses with considerable enthusiasm.

The resource base for teacher education in 1967-69 was very impressive. In 1962 the Oregon Program was funded for the first time by the Ford Foundation to encourage the redesign of teacher education, specifically with a view to providing internships and preparing public school personnel to participate more fully in the teacher training process. Three and one-half million dollars were provided through the Ford Program and another four and one-half million dollars of state and local funds were allocated for teacher education during a five year period ending in 1967. Furthermore, federal monies under Title V supported inservice programs for college faculty, such as inquiry development, systematic and objective analysis of instruction, interaction analysis, and interpersonal relationship training.

This was also an era of campus growth both in terms of buildings and faculty strength to meet rising enrollments at community colleges and four-year private and state institutions.

Higher education salaries improved as institutions competed to recruit capable persons for college teaching careers. To make public school teaching more competitive, districts experimented with differentiated staffing. The Chronicle of Higher Education has observed that this era was a high point in faculty renumeration and has concluded that faculty salaries have lost ground in relationship to the inflation rate since 1970.

Curricular concerns in 1967-69 were basically a result of the space race. Educators sought to adjust the public school curriculum to insure that students would be prepared to undertake high level scientific studies in college. There was a continuing concern with subject matter. Large majors at the college level were commonplace during this era. In contrast to previous periods when college majors constituted 25-35 percent of the student's total undergraduate preparation, many majors grew to exceed 50 percent of the student's total preparation. The internship program was a means of transitioning liberal arts graduates with extensive subject matter preparation into teaching careers. Most teacher educators, school district personnel and parents judged this to be a strength of the Oregon Program's intern experiments.

Evaluation procedures employed during 1967-69 emphasized processes. The visiting committee, which in 1968 evaluated the campus at which the author was serving, questioned the faculty very carefully on its knowledge and use of processes such as interaction analysis, interpersonal communication, inquiry development, non-verbal communication, higher level thinking skills, questioning strategies, coping behavior, and creativity training. (Emphasis on these processes will be contrasted below to current emphasis on competencies.) The standards for approving teacher education programs in effect in 1967-69 were, on the other hand, a vestige from an earlier era and really did not fit very well with process concerns. The standards primarily assessed the institution's structure, evaluating: the number of books held, the number of square feet of space available, the number of Ph.D's on the faculty, and the availability of a laboratory school for training elementary teachers. In the self-study report for the on-site evaluation mentioned above, the faculty even reported the number of square feet of storage space available in faculty members' offices. During this era, there was optimism that the National Council for Accrediting of Teacher Education would improve upon state standards and evaluation procedures. The Department of Education accepted NCATE accreditation in lieu of its own evaluation visits and waived Oregon teacher certification requirements for emigrants from NCATE-approved institutions in other states.

Although the Teacher Standards and Practices Commission was established by the Oregon Legislature in 1965 as an advisory group to the Department of Education, it did not have a direct role in governance of teacher education in 1967-69. Governance appears to have rested primarily with the colleges and universities, particularly the state colleges and universities. For example, when the new subject-matter norms for teacher certification were developed to meet the 1965 Rules for Certification, 24 state college and university personnel served on the committees but only four private college or university persons served. (There were nine private colleges and six state colleges approved for teacher education at this time.) Faculty from state universities chaired several of the certification endorsement committees. Programs

developed by the state institutions to meet the endorsements considerably influenced all teacher education programs in the state. Furthermore, both undergraduate teacher education and the required fifth year of college preparation were to be taken either in a college or in a district-sponsored program for which a college or university awarded credit. Thus, academic control of all preservice and fifth-year programs rested with the institutions.

Very influential teacher educators in the 1960's were the subject-matter specialists. In developing the 1965 Rules for Certification, the State Department of Education employed external study committees. About 125 persons served on these committees, 50 percent of whom were secondary teachers or district subject matter supervisors. Only four elementary teachers served on committees, seven principals, and four private college personnel. (Two of the private college representatives were from Reed College which heavily emphasized physical science and one may assume that this influenced their selection.)

Although governance of teacher education rested primarily with colleges, 1967-69 was an era of creative planning for professionalization of the teaching profession. Some of the ideas discussed at this time are now being realized, for example, continuing professional development for public school and college faculties, standards for competent and ethical performance, autonomy of the Teacher Standards and Practices Commission, Process Standards for teacher education emphasizing consortia and competency-based programs, and tests to add subject matter endorsements to existing certificates.

Characteristics of Teacher Education in 1975-77

The current legislative climate is much different than it was a decade ago. Instead of confidence in higher education, there is a great deal of impatience with it. Dr. James Wallace of Lewis and Clark College and the author observed from the gallery when the Oregon Senate passed the bill transferring to the Commission authority for teacher education and certification. Much of the debate was critical of higher education -- its resistance to change, its insensitivity to person's needs and its lack of appeal procedures. Finally, an affirmative vote was taken on the Commission bill. Dr. Wallace commented on leaving the gallery that he was not sure whether the vote had been in favor of the Commission or against higher education. The specificity of legislation in the 1977 session also illustrates differences from the earlier period. In the early 1960's statutes were cast as broad general guidelines. Statutes passed in 1963 required teacher education programs to be approved by the State Board of Education, but did not specify the content of various subject matter endorsements or professional courses. In the 1977 session the Legislature passed bills specifying preparation for special educators, requiring teachers to hold first aid cards and mandating a knowledge of Titles VI and IX which prohibit discrimination. Legislators' concerns for basic education resulted in a reemphasis in the Rules for Certification on U.S. history, state and local government, composition, reading, and computation. Furthermore, the recently

established Legislative Council Committee reviews all state agencies' administrative rules to determine if they are consistant with the applicable statutes and are in the best interest of the public. The administrative rules procedures are more formal than in the 1967-69, and state agencies must go through extensive public hearing procedures to establish or enforce their rules.

Student enrollments in teacher education, which peaked in 1970, have dropped 40 percent in the last five years. Institutions reported a five percent decrease between 1975 and 1976. Internships, which rose to 300 in 1970, have declined to only a handful in 1977. Some institutions have converted their internship programs into programs for experienced teachers leading to master's degrees. Only one institution still offers internships designed to transition liberal arts graduates to certification, with an enrollment of 12-14 interns a year. On the other hand, inservice education is gaining. One Oregon university has reported that the full-time student equivalents generated through inservice and advanced certification courses now exceed the full-time equivalents generated through preservice programs.

With regard to the cooperating school personnel, the climate also has changed from consulting-conferring-discussing to representing-negotiating-striking. Grievance and fair dismissal procedings are increasing in frequency. Teacher organizations are placing new demands on colleges and universities seeking student teaching and practicum experiences for prospective teachers.

Declining enrollments in teacher education have been accompanied by reduced support for programs. As positions become vacant through retirements or resignations, many are not filled. In the short-run, some institutions, as a result of declining enrollments, have been able to reduce student-faculty ratios because retrenchment has not been as rapid as the loss of students. But in the long-run, declining enrollments spell tough times for teacher education and the scramble on campuses for "bodies and bucks" continues. Visiting accrediting committees are very concerned about these trends because of the obvious impact on the institutions' criteria for acceptance and retention of candidates in the teacher education programs. Further decreases have occurred in Teacher Corps projects which previously operated with up to twenty interns per site, but now have only four interns each. During the next cycle, Teacher Corps projects in some years will have no interns and only four interns in other years.

The reduced size of the Teacher Corps projects means that less federal money has been available for training of personnel. Only small amounts of federal money were available to Oregon in 1975-77 through the Multi-State Consortia for Performance-Based Teacher Education. The Multi-State Consortium, however, did not provide program funds but primarily assisted with travel and publications that advanced the competency-based movement. During this period the federally-funded Career

Opportunities Program, which provided teacher preparation for minority persons otherwise denied an opportunity for careers in education, was also phased out. Thus, 1975-77 was an era of declining resources both from tuition and federal assistance. The only additional resources on the horizon for teacher education are those authorized by the Teacher Center Act, if release of federal funds is approved.

The curricular concerns of the current era revolve around adjusting college curricula to serve public schools. By contrast to 1967-69, which sought to adjust public schools to fit the colleges, current emphasis on the perceived needs of public schools and the public interest are prevailing influences in teacher education. For example, during a recent revision of the Rules for Certification, teacher educators sought to increase mathematical content for the endorsement required to teach middle school mathematics. The Commission slightly increased the amount of preparation required, but specified the additional preparation as methodology for teaching basic mathematical skills. In most instances, the Commission held subject matter preparation to current levels, in part, because the legislature has required all teachers to hold endorsements appropriate for their assignments. Misassignments may result in a district's forfeiture of portion of its basic school support. The decision to keep subject matter endorsements at the current level was made to facilitate teachers securing required endorsements. Such tensions between subject matter specialists and generalists have always existed. But whereas in the 1960's there was a tendency to modify the public school curriculum based on recommendations of subject matter specialists, at the present, there is a tendency to adjust college teacher training programs to meet the general education needs of public schools.

There is also a current effort to balance the preservice teacher education curriculum between general studies, teaching major, and professional education. One of the Commission's most controversial rules requires that approximately one-third of the undergraduate program be in general studies, one-third be in subject matter to be taught, 20 percent be in professional studies, and the remaining 14 percent be available to the student as electives. There are several disciplines where the college faculties would prefer to have over 50 percent of the undergraduate's preparation in the subject matter major. When colleges submitted their curricula for approval in 1973, the Commission held firmly to its policy of curriculum distribution and required institutions to adjust programs which did not comply before approval was granted. That scrimmage, however, did not lay to rest the matter of balancing preparation, in part, because the Commission's policy runs contrary to recommendations of professional associations, such as the National Association of Schools of Music. Consequently, there is considerable difference of opinion on the matter and every time an occasion arises this curricular issue surfaces again.

Another issue of the current era is full-time student teaching. Even though teacher educators in 1962-65 pioneered the year-long internship, they did not alter the part-day student teaching structure. Internships were recognized as superior to student teaching because the candidate accepted the full role of the profession for an extended period of time. But full-time internships, even at the peak of the internship movement, were an alternative available to less than ten percent of the practicum applicants. Meantime, the colleges continued to place students for one-half day student teaching and enrolled them in fourth-year subject matter courses on campus during the other one-half day. The Commission has insisted on full-time student teaching, much to the consternation of several institutions, but with the strong support of public school personnel. Currently, the Commission is considering specifying the first year of teaching for all persons as an internship with subsequent certification contingent upon a successful intern experience.

With regard to the criteria for the evaluation of teacher education programs, there has been a significant shift away from structure and process type evaluations and a shift toward product type evaluation using data from the graduates and employing districts. As one of the nine members of the Multi-State Consortium on Performance-Based Teacher Education, the Commission encouraged the use of CBTE concepts and mandated that any new programs after July, 1974, be competency-based, field-centered and consortium-managed.

Whenever institutions have submitted new or revised programs, the Commission has required them to state for each course the goals, learner outcomes and evaluation procedures. In cooperation with the State Board of Higher Education, the independent colleges, and the State Department of Education, the Commission has instituted a system of registration of practicum assignments for teachers, personnel specialists and administrators. By matching the computer information compiled by the Department of Education with that compiled by the Commission, it will be possible to determine how many persons are prepared for each professional assignment, to ascertain those who secure positions, and to monitor the characteristics with their career cycles. The Commission's standards for the approval of programs also require institutions to collect information with which to evaluate program effectiveness, including followup of graduates and contact with employing districts.

Recently, there has been a loss of confidence in the National Council for Accrediting of Teacher Education (NCATE). Oregon no longer accepts NCATE approval in lieu of its own on-site evaluation of teacher education programs and since January 1, 1977, no longer grants certification based solely on completion of an out-of-state NCATE-approved teacher training program. Whereas the Department of Education in 1965-67 accepted the reports of NCATE visiting committees as evidence of satisfactory program

design, the Commission has agreed to only joint or concurrent on-site evaluations. Oregon Standards for Approval go somewhat beyond NCATE standards and Oregon approval is for specific endorsements, instead of degree related as is NCATE approval. Several times within the last year, the Commission has discussed the matter of continued cooperation with NCATE and has decided to approve joint or concurrent evaluations only on a case-by-case basis.

Between 1969-75, the Teacher Standards and Practices Commission grew in influence and authority. The 1973 Legislature transferred responsibility for approval of preparation programs and certification from the Board of Education to the Commission. While this constituted a giant step forward in the professionalization and self-governance of the education profession, it also provided an opportunity for vying for power. Teachers organizations and unions have sought to capitalize on the shift of power balance toward the practitioner since eight of the seventeen Commission members are classroom teachers. These organizations have taken great interest in the appointment of personnel to the Commission and have made overt efforts to influence the direction and policies which the Commission has taken.

School administrators, no longer welcome in the ranks of teacher organizations since passage of the law on collective bargaining, have formed the Confederation of School Administrators. This organization has also taken great interest in the appointment of the four administrators to the Commission and has sought to participate actively in the formation of Commission policies through service on external committees and other means. The Deans and Directors of Teacher Education, formerly a loosely-knit group wich informally advised the Board of Education, have recognized their disadvantaged position on the Commission with only one public college representative and one independent college representative. Consequently, the deans have formed an Oregon Chapter of the Association of Colleges of Teacher Education in an attempt to promote the interests and concerns of higher education.

The intervention of the Commission into the campus politics has also changed the power relationships that exist. Schools and departments of teacher education have sometimes considered themselves hapless victims of the campus political climate. Lacking numbers of faculty members and student FTE, the schools and departments of education have been unable to negotiate with across-campus counter-parts for the quality teacher education programs which professional educators desired. The Commission, through its standards and on-site evaluation procedures, has taken a firm stand on the issue of control of teacher education programs. The Commission has refused to negotiate individually with subject matter departments and has insisted that all communications be channeled through the Dean or Director of Teacher Education. Where departments have failed to cooperate with college or university-delegated teacher education directors, the Commission has refused to approve those endorsements. As a result some teacher educators have gained in position on campus, secured increased resources, and acquired improved physical facilities for their programs.

Currently, the Commission is considering alternative ways for teachers to demonstrate professional competence for certification purposes. In July, 1977, it adopted an administrative rule enabling experienced teachers of foreign language to add a second language to their certificate upon presentation of a National Teacher Examination score in the second language. (This concept was first suggested in 1962 when the subject matter certification requirements were instituted.) The Commission is also considering the extension of this means of demonstration of competence to other second teaching endorsements. Recently the Commission has prepared a discussion paper on Continuous Professional Education Development which recommends that continuing certification be contingent both upon demonstration of competence in the classroom and evidence of further professional growth, such as college credits, district-sponsored inservice activities, or individually developed professional growth programs. Central to the proposal is the concept of a consortium of administrators, teachers, and university teacher educators serving as the governing structure for CPD activities at the local level. The professionalization of teaching promises to significantly alter the way certain CPD questions are answered: who is going to take the courses, who is going to offer them, and who is going to control the system.

Summary and Interpretation

On each of the characteristics selected for analysis, a distinct difference exists between the eras 1967-69 and 1975-77. These differences could be summarized as follows:

	1967-69	1975-77
1.	Legislative Climate	
	Confidence in higher education	Impatience with higher education
	Broad statutory guidelines on teacher education and certification	Specific statutory requirements in teacher education and certification
2.	Student enrollments	
	Rapidly rising enrollments	Declining enrollments
	Period of teacher shortage in all areas	Teacher oversupply in most subject matter endorsements
3.	Cooperating public school personnel	
	Functioning as junior partners with higher education in a confer-discuss mode	Function as equals with higher educators in a negotiation mode
4.	Resources available for teacher education	
	Period of building of physical plants and facilities	Period of very limited resources for capital construction and of retrenchment in programs and facilities
	Establishment of experimental curricula on parallel tracks with existing programs	Loss of buying power for faculties due to rapid inflation
	Improvement of faculty remuneration	

5. Curricular concerns

Increasing subject matter requirements in the high school curriculum	Modifying teacher education to meet the general education needs of public schools
Large teaching majors in academic subjects rather than majors in education	Desire to distribute teacher curricula between general studies, teaching specialty and professional education and electives
Internships as an option to student teaching	Full-time student teaching required
	Consideration of first year of teaching as an internship for all

6. Procedures for evaluating teacher education

Adopted standards largely structure-type evaluation	Both standards and accreditation teams emphasizing product-type evaluation
Accrediting teams very concerned about process-type data	Requirement that institutions evaluate their programs with data from graduates and employers

7. Professionalization and governance of teacher education

Statutory authority for teacher education and certification assigned to Supt. of Public Instruction and State Board of Education	Statutory authority for teacher education and certification assigned to TSPC
	Organizations vying to influence the Commission's policies and procedures
TSPC advisory to Board of Education but activities limited primarily to certification waivers	Commission as a third party in campus politics
	Emphasis on consortium designed and operated preservice and inservice programs
Teacher education and certification dominated by higher education, particularly state institutions	

One might characterize 1967-69 as an era of ideas, and 1975-77 as an era of implementation. It is interesting to speculate why the 1960's were so productive of educational concepts. Perhaps it was a combination of stimuli from external funding by the Ford Foundation, the creativity of persons like former superintendent, Dale Parnell, and the leadership of the Oregon Education Association's Teacher Education and Professional Standards Commission. Clearly 1967-69 represented the culmination of a cycle of growth, expansion and productivity.

Normally, a historian reviewing a period looks for normal breaking points to transition thoughts and emphases. Wars and depresssions have been convenient in this regard, as have major inventions or reformers. The logical points of division in a profile of Teacher Education in Oregon appears to be 1957 through 1970, the post-sputnik era. During this period enrollments grew and the flurry of activities described above developed. But when enrollments in teacher education peaked in 1970, the momentum for teacher education waned. Perhaps the transfer of authority for teacher education and certification to the

Commission in 1973 began another forward movement. Two decades from now someone may reflect on the issues of governance, distribution of curriculum, consortia, full-time student teaching, competency-based education, continuing professional development, a mandatory intern year, and proper assignment of public school staff and conclude that 1973-1985 was also an era of ideas. But unlike the 1960's which emphasized preservice education dominated by higher education, the 1980's will focus on inservice education that is competency-based and controlled by a consortia of organizations and institutions.